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PROGRAMME PLANNING AND IMPLEMENTATION

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR QATAR

Programme period	Resources	$
January 1993-December 1997	Net IPF	69 000
	Estimated cost-sharing	10 000 000
	Total	10 069 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Since 1971, significant development efforts have been undertaken by means of sizeable public investments. This has encouraged large-scale immigration and has contributed to a four-fold increase in population during the 1970-1991 period, with population rising from 111,133 to 504,104. The population is projected to reach 1 million by the year 2025.

2. The export of oil is Qatar's major source of income. Up until 1980, investment and consumption rose and living standards improved considerably. However, oil revenues are neither stable nor steady and although gross domestic product (GDP) per capita (in constant 1988 prices) climbed to $30,976 in 1980, it declined sharply to $14,497 by 1991. This reflects the dual impact of population growth and lower oil revenues.

3. The Government's current investment strategy is designed to diversify the economy and increase the value of products downstream. Energy-intensive and hydrocarbon-based industries have been established. By 1990, however, the non-oil sector generated no more than 16.9 per cent of total exports, indicating the need for sustained efforts to expand the country's economic base.

4. With limited oil reserves, hydrocarbon exploration was intensified and the North Gas Field, the world's largest, was discovered. Collaborative efforts with international firms are under way to exploit the newly discovered gas resources, providing tremendous opportunities for economic expansion. Furthermore, the private sector is being encouraged to take an active role in various development efforts.

5. The health and education sectors have been accorded high priority in successive public development programmes and budgets and social indicators reveal that they have grown significantly. Adult literacy in 1986 was over 75 per cent (73 per cent for females) and 1987 enrolment rates of almost 100 per cent at the primary level, 80 per cent at the secondary level and 22 per cent at the post-secondary level show tremendous progress. Life expectancy increased from 53 years in 1960 to 69.2 years in 1990. Between 1960 and 1989 the under-five mortality rate dropped from 239 to 37 per 1,000 live births. Qatari women are enrolled increasingly in education at all levels. The rapid pace of modernization encouraged greater immigration and created a population structure where expatriates represent a significant percentage of the labour force.

6. Water resources are relatively scarce. Growth of the population and the economy has contributed to high water consumption, beyond aquifer recharge rates, resulting in deeper water tables, rising salinity and environmental degradation. Conflicts in the Gulf have increased pollution and other environmental hazards. Appropriate policies are required to rationalize water use over the long run.

B. National development objectives and strategies

7. Between 1980 and 1988, Qatar depended on crude oil exports for 60 per cent of GDP. This, and the resulting depletion of oil reserves, encouraged the Government to promote diversification, greater self-reliance and wider intersectoral coordination. The economy's structural orientations had largely been set by major investment decisions in the natural gas-related sectors. Since the 1992 reorganization of the Supreme Planning Council, however, further efforts are being undertaken to provide a more collaborative approach to economic and social planning, with more effective linkages among the various sectors of the economy.

8. There is a shortage of trained national manpower in relation to potential demand for technicians and managers. This reinforces the need for targeting skills development, especially since investment is currently concentrated in capital-intensive activities. The expansion of educational opportunities for women at all levels has been impressive and has contributed to encouraging their participation in the labour market, particularly in education and, more recently, in the health and banking sectors. However, to increase the number of Qataris in the labour force, a comprehensive policy of human resources development is needed. Labour imbalances require more systematic upgrading of information to ensure a better monitoring of flows in the labour market. Government policy should focus on the twin objective of employment of Qataris and efficient delivery of public and social services. Wherever feasible, this should be combined with cost-cutting measures and training. Within this context, civil and public service reform is an important objective of the Government.

9. Promotion of the private sector deserves special attention due to its role in mobilizing national savings and its potential contribution to growth, economic diversification and regional cooperation, particularly with the countries of the Gulf Cooperation Council. The recently established Qatar Industrial Manufacturing Company represents a major step in encouraging financial institutions to support long-term lending for productive activities. It will also absorb investment risk from private capital and assist investors in project identification and appraisal.

10. Effective utilization of water resources is an increasingly important issue, due to salination and a declining water table. An overall national policy for water security is planned, including recharging aquifers, should this prove technically feasible. Marine pollution is also an important environmental issue.

11. Applied research and transfer of technology are important objectives. The University of Qatar plays a significant role in bridging the gap between teaching and applied research through its Scientific and Applied Research Centre. As the number of Qataris enrolled in higher education grows, national technology transfer and adaptation will be enhanced.

12. More active involvement in international affairs is desired, as both the international economy and regional economic integration have a direct effect on Qatari prosperity and welfare. Because of its natural gas resources, in particular, Qatar has a comparative advantage as a supplier of clean energy to

the world, as environmental considerations are an issue of international concern.

II. EXTERNAL COOPERATION

A. Role of external cooperation

13. Technical cooperation between Qatar, other countries and multilateral institutions is determined by government policies, in light of development priorities and specific needs and programmes. The development process has in fact been accompanied by large amounts of international assistance to support investment programmes. The Government cooperates with the United Nations system primarily in areas where the system has a comparative advantage vis-à-vis other sources of assistance.

14. The Government has emphasized its willingness to continue multilateral technical cooperation in line with UNDP Governing Council decisions 90/34 of 23 June 1990 and 91/29 of 25 June 1991 and General Assembly resolution 44/211 of 22 December 1989. In this respect, the Government intends to tap UNDP resources to promote the country's policy of achieving sustainable development. Full cost-sharing constitutes the main modality of technical cooperation with the United Nations system.

B. Coordination arrangements

15. The Department of International Affairs, Conferences and Conventions of the Ministry of Foreign Affairs is responsible for coordinating external technical cooperation activities of the United Nations system in Qatar.

16. As resident coordinator of the United Nations system, the UNDP resident representative coordinates various United Nations activities in the country. There is also a United Nations Educational, Scientific and Cultural Organization (UNESCO) subregional office located in Doha and other regional offices covering the Gulf area.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

17. The second country programme for Qatar (1987-1991), was extended by one year. The programme had an indicative planning figure (IPF) of $709,000. An additional $8,799,500 in government cost-sharing was earmarked and a third-party cost-sharing of $120,000 was provided by the United Nations Children's Fund (UNICEF). The Arab Gulf Programme for the United Nations Programmes (AGFUND) provided $50,000 and the UNDP Management Development Programme approved $200,000, making total second country programme resources $9,878,000. However, the actual resources amounted to only $4,635,000, representing 47 per cent of those earmarked up to end 1992, thus affecting programme delivery and implementation. This was due to government economy measures, which limited

overall achievements of the second country programme in comparison to its aims and objectives.

18. UNDP assisted in the training of national personnel in the postal sector, meteorology, health (through cooperation with UNICEF, targeting mothers and children) and small and medium industries, through workshops, seminars and on-the-job training. Activities have also been initiated in industrial planning, policy formulation, project identification and monitoring at the sectoral and subsectoral levels.

19. Within the critical subsector of fresh, non-desalinated water, UNDP cooperation has indicated great potential for identifying off-shore water springs. Further investigations may well demonstrate the possibility of developing freshwater resources. Achievements have also been made as a result of UNDP support to the Scientific and Applied Research Centre of Qatar University. However, the results need to be evaluated with a view to integrating these research activities more fully in the relevant sectors of the economy. In the field of agriculture, linkage is required between research and the work of regional institutions specializing in arid zones.

20. Certain conditions have impeded implementation of specific programmes. Salient factors include, inter alia, resource shortfalls, slow project formulation and inadequate technical backstopping and follow-up. Additionally, tensions and war in the Gulf region have necessitated reordering development priorities and concerns. Finally, in view of the shortage of trained Qatari manpower, international personnel have had to assume direct support duties, although this has not been at the expense of training and institution-building in the programme.

B. Proposals for UNDP cooperation

1. Preparatory process

21. Technical cooperation priorities for the third country programme have been identified through dialogue leading to an assessment of the role of UNDP in enhancing economic and social development in Qatar. Review and monitoring of project performance, reports of evaluation missions, tripartite reviews and programming missions from Economic and Social Commission for Western Asia (ESCWA), International Labour Organisation (ILO), the International Telecommunication Union (ITU), UNESCO, the Department of Economic and Social Development of the United Nations Secretariat (DESD) and UNDP provided opportunities to identify future technical cooperation needs.

22. A significant contribution to the process was the preparation of the UNDP advisory note, which established the basis for effective consultations on technical cooperation requirements.

2. Strategy for UNDP cooperation

23. Technical cooperation has hitherto focused on strengthening the institutional capacity of a number of ministries and public agencies. Institution-building needs to be further pursued over a longer time-frame. The Government has decided to continue certain activities, that contribute significantly to the national objectives of human resources development and environmental protection.

24. The Government of Qatar continues to lay the groundwork for its diversification strategy in order to sustain the impressive standard of living and to secure steady developmental advances. The strategy depends on efficient development of the country's human and natural resources and creation of an environment conducive to the upgrading of management systems and administrative practices, thus ensuring high levels of productivity. The Government believes that UNDP has the expertise, competence and distinctive advantages to assist the country in addressing its developmental concerns and national objectives. UNDP will assist in the impartial selection, monitoring and evaluation of independent groups and organizations. Its long-term view of development will help the Government to formulate national objectives and develop policies and strategies to meet those objectives. UNDP will also address such multifaceted issues as planning, civil service reform and national capacity-building to manage the development processes. The UNDP focus on human development and on the promotion of opportunities for Qataris to participate fully in the development process are of crucial importance to the Government. The emphasis on sustainable development is another key element.

3. Proposed UNDP cooperation in selected areas of concentration

25. The Government proposes to focus on the following major themes during the third country programme: (a) strengthening human resources development; (b) improving economic policy-making, planning and management; and (c) supporting sustainable environment and natural resources development.

Strengthening human resources development

26. National objectives. In spite of the considerable progress attained thus far, Qatar continues to face shortages of trained national manpower. A comprehensive human resources strategy would be formulated to ensure enhanced institutional capacity and to respond to the expanding demands of the economy and society. The strategy involves examination of the education system with a view to improving its ability to meet the need for qualified national personnel. Special attention will be given to curricula development, teacher training, educational technology and scientific and technological specialization. The human resources strategy will not only upgrade Qatari involvement in managing the development process at the macro-level and micro-level; it will also devise measures to deal with problems associated with heavy dependence on expatriate labour.

27. Proposed UNDP cooperation. Support will be extended to the Government to prepare a human resources strategy. Overdependence on expatriate labour hampers social growth and makes the economy more vulnerable. Moreover, traditional manpower training, with its focus on the short and/or medium term and on specific requirements of particular sectors or occupations, has not proven to be effective. UNDP will assist in attaining a more balanced labour force with a broader correspondence between occupational demand and supply of skilled Qatari workers, especially in the case of the newer, high-technology occupations. A more comprehensive approach to education is a critical issue requiring special attention.

28. UNDP will also participate in activities to improve nutrition standards, preventive health care, maternal and child health care and rehabilitation of the disabled. The establishment of an overall human development approach that encourages more Qatari participation and more involvement of women is an important element of this strategy.

29. Success indicators. His Highness, the Amir of the State of Qatar, has proclaimed human resources development a top priority in order to keep pace with scientific developments on the international level and to prepare young Qataris for participation in the development of their society. The main indicator of success will be the completion of a comprehensive human resources strategy and the introduction of concrete measures to enhance national capacity, with particular emphasis on steady improvement of the education and training systems.

Improving economic policy-making, planning and management

30. National objectives. The Government's development priorities in this area of concentration are: (a) a more diversified economic structure; (b) greater efficiency and higher economic returns on investments; (c) enhanced operational capabilities of ministries and public agencies; (d) increased efficiency and cost-effectiveness of service delivery; (e) reduced reliance on food imports; (f) improved organizational structures of ministries and public services; (g) better classification of jobs and matching of job functions with staff qualifications; and (h) improved information systems for planning, follow-up and evaluation.

31. Proposed UNDP cooperation. UNDP will assist in strengthening the capabilities of the institutions responsible for management of the economy so that they are able to formulate and implement development strategies, plans and policies. These institutions include the Supreme Planning Council, economic organizations and public sector groups. The two main areas of concentration will be:

(a) National planning, covering the fields of coordination and institutional arrangements; macroeconomic plan formulation; economic modelling; integration and interaction with sectoral planning; strengthening of analytical policy advice; economic appraisal and evaluation of relevant institutions and public enterprises; information and statistical capabilities of relevant institutions, especially in data processing; and establishment and management of integrated data banks. In order to assist the Government in the process of economic diversification, UNDP will support the private sector in project identification and appraisal, market analysis, review of investment incentives

and regulations and enhancement of the capacity of the Chamber of Commerce and Industry;

(b) Civil service, which involves support to the civil service bureau technical and analytical capabilities covering, inter alia, organizational structure of ministries and public agencies; operational capabilities of the government sector; administrative training, development and implementation of a training strategy; and development of a management information system for the civil service. Improvement of municipal services is a high priority of the Government requiring UNDP assistance.

32. Success indicators. These include the establishment of a long-term development strategy and enhanced capacity within the planning system to deal with major development and policy issues. Another goal is the formulation of a strategy for administrative development to deal with such issues as organizational structure, job classification and public service improvement.

Sustainable environment and natural resource development

33. National objectives. Qatar's future development and human prosperity are linked closely to the management of its environment and natural resources. Recently the critical importance of these considerations was made more evident and pressing by the impact of the Gulf crisis. The Government has accorded high priority to the management of environment and natural resources. Given the seriousness of water supply and environmental problems in the short and long term, government policy emphasizes both the urgent problem of water security and the need for longer-term rationalization of water use. Due consideration will also be accorded to the protection of marine life and coastal waters from the adverse effects of pollution. Accordingly, the Government seeks to: (a) increase the availability of non-desalinated water through further exploration for fresh water, including offshore water springs; (b) investigate the technical feasibility of reversing the decline in the levels of fresh water in aquifers and the possibility of water injection and retrieval; (c) investigate the potential for more effective harvesting of rainfall; (d) maximize the use of recycled waste water in agriculture and city gardening; (e) explore the economies and logistics of increasing water supplies from external and domestic sources; (f) improve water utilization rates and techniques, especially in agriculture; (g) enhance the potential economic returns on technological research within a regional cooperation context; and (h) sensitize the public to the environmental dimension of water, other natural resources and marine life and to participate in regional programmes for protecting the marine environment.

34. Proposed UNDP cooperation. UNDP proposes to work with the National Committee on the Protection of the Environment to: develop a national strategy for sustainable environment; support national authorities to prepare appropriate policies and guidelines; and help build national management capacities to plan, implement and monitor environmental projects. UNDP will expand its involvement in natural resource management, with special emphasis on water resources, pollution control and protection of coastal areas and marine life. In particular, UNDP cooperation programmes will:

(a) In the short-run, assist in exploring the technical feasibility of large-scale groundwater recharge schemes through a complex hydrogeological study and field water injection recovery experiments and assist in the technical evaluation of results of exploration of offshore fresh water springs;

(b) In the medium and long term, assist in building national capacity for an integrated plan and policy formulation within the various agencies of the water sector, taking into account such aspects as price of water and social and economic costs;

(c) Assist in linking the environment to the development of intersectoral national planning through data sharing and appropriate policy formulation; and

(d) Encourage participation in regional UNDP-funded programmes in environment and development, such as the Centre for Environment and Development in the Arab Region and Europe (CEDARE).

35. Success indicators. The main success criteria will be the establishment of a national environmental strategy, specific environmental regulations, hydrological studies and an overall strategy for water resources.

C. Assistance outside the main areas of concentration of the country programme

36. UNDP Governing Council decision 91/29 of 25 June 1991 established the conditions under which future technical cooperation will be provided. The areas of concentration of the third country programme represent high-priority areas for the Government. It is envisaged that in the course of the coming years further requests for technical assistance will be forthcoming from different agencies. Those requests will receive full government funding.

D. Implementation and management arrangements

37. UNDP will serve as a catalyst and coordinating agency for all activities of the United Nations development system in Qatar. Closer consultations with the Government will emphasize suitable arrangements to ensure Government funding.

38. Consultations will also deal with planning, as well as operational and overall substantive matters. As regards counterparts, national execution, fellowships and study tours will receive due attention.

39. The modality of national execution has proven its effectiveness and usefulness in Qatar. The specialized agencies of the United Nations system and the Office for Project Services (OPS) will participate as implementing agencies providing inputs in the review of technical specifications of tender documents and supervision of subcontractors. They will also be requested to arrange international study tours and placement of trainees.

40. In order to enhance the quality, relevance and effectiveness of technical cooperation, such mechanisms as technical cooperation among developing countries (TCDC), United Nations Volunteers (UNV) and United Nations Short-Term Advisory Resources (UNISTAR) will be used.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	69	
Fifth cycle IPF	-	
Estimated expenditures in 1992	-	
Estimated IPF resources for 1997	-	
Subtotal IPF		69
Project cost-sharing (Government)	10 000	
Project cost-sharing (third-party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		10 000
TOTAL		10,069

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	Thousands of dollars			Percentage of total resources
	IPF	Cost-sharing	Total	
Strengthening of human resources development	-	2 800	2 800	28
Improving economic policy-making, planning and management	30	4 000	4 030	40
Sustainable environment and natural resources development	39	3 200	3 239	32
TOTAL	69	10 000	10 069	100

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II. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

	Thousands of dollars	
A. UNDP-administered funds		
SPR	400	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		400
B. Other United Nations resources		
JCGP participating agencies		
UNFPA	-	
UNICEF	-	
WFP	-	
IFAD	-	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	-	
Subtotal		-
Total non-core and other United Nations resources		-
C. Non-United Nations resources		-
TOTAL		400

Annex II

PROGRAMME MATRIX a/

	Area of concentration	Area of focus: Poverty eradication and grass-roots participation in development	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I.	HUMAN RESOURCES DEVELOPMENT						
	Education and training				*	*	*
	Nutrition and health	*			*	*	
II.	ECONOMIC POLICY-MAKING, PLANNING AND MANAGEMENT						
	National planning	*	*			*	*
	Civil service			*			*
III.	SUSTAINABLE ENVIRONMENT AND NATURAL RESOURCES						
	Environment	*	*		*	*	
	Water resources	*	*		*	*	

a/ Asterisks indicate major linkage only.